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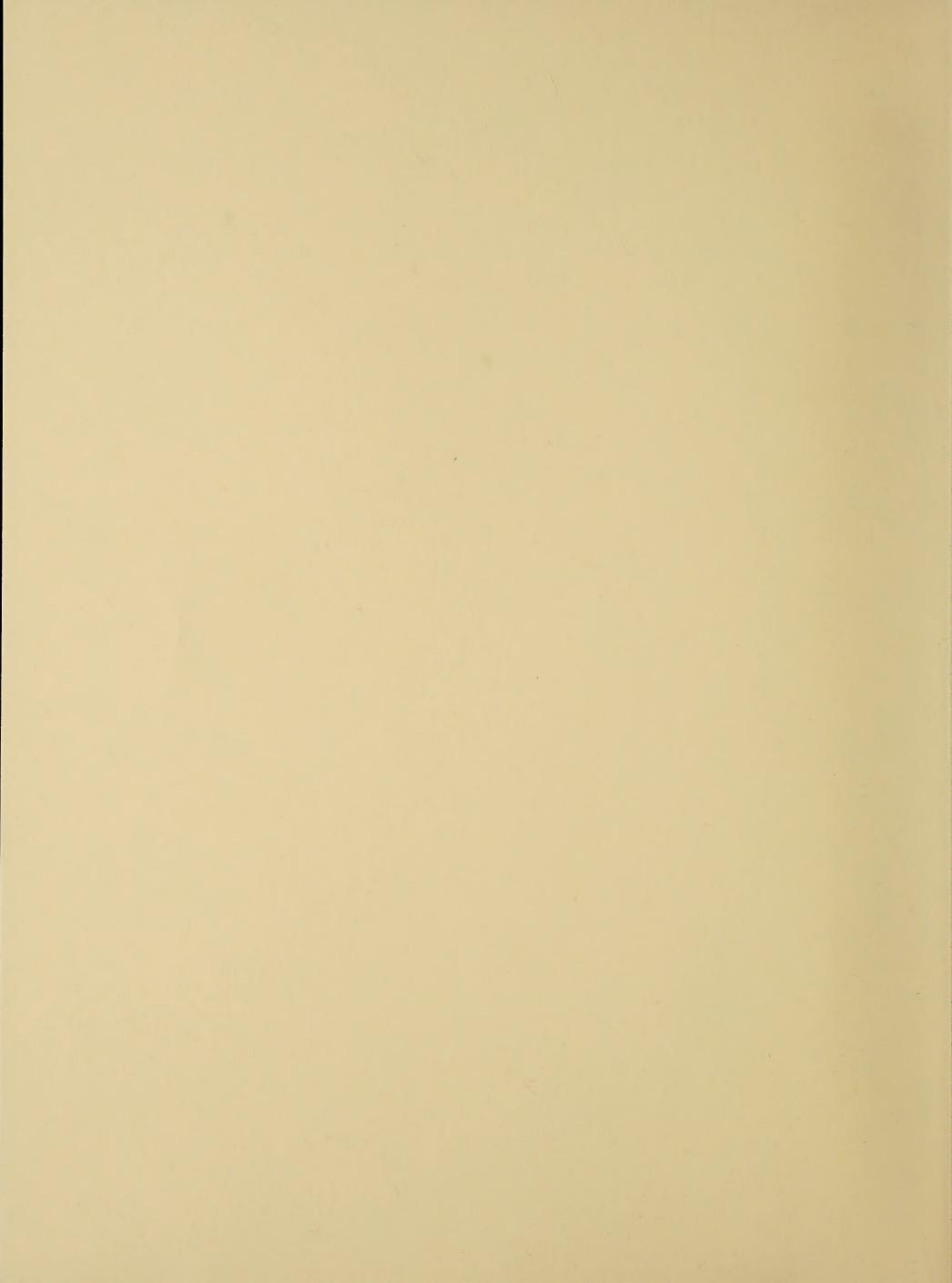
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# INTERGOVERNMENTAL COORDINATION

SALISBURY - SPENCER - EAST SPENCER - GRANITE QUARRY

CHINA GROVE - LANDIS - NORTH KANNAPOLIS

ROWAN COUNTY, NORTH CAROLINA



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PREPARED FOR: ROWAN COUNTY, NORTH CAROLINA

SALISBURY-SPENCER-EAST SPENCER-GRANITE QUARRY URBAN AREA

CHINA GROVE-LANDIS-NORTH KANNAPOLIS URBAN AREA

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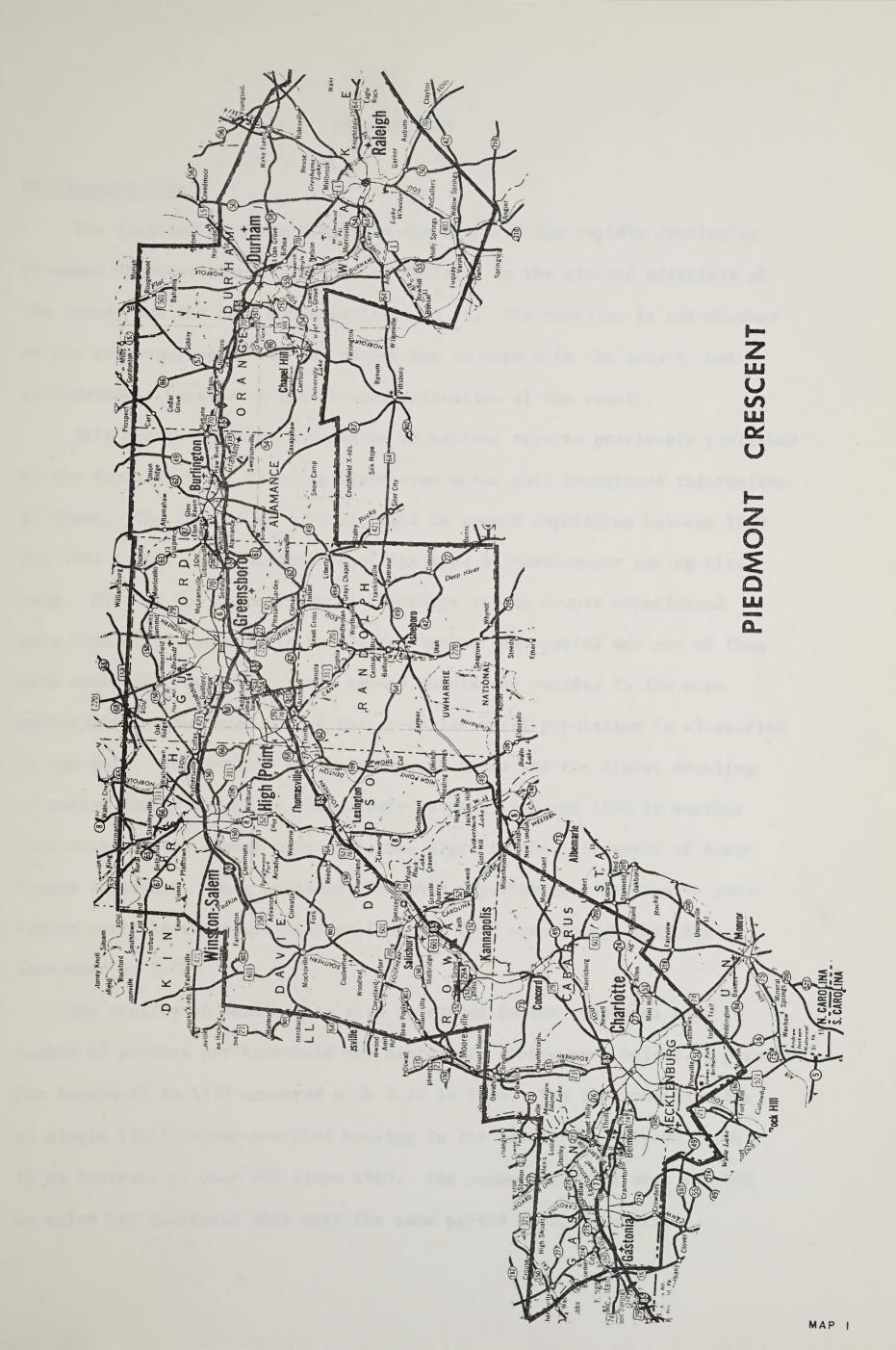
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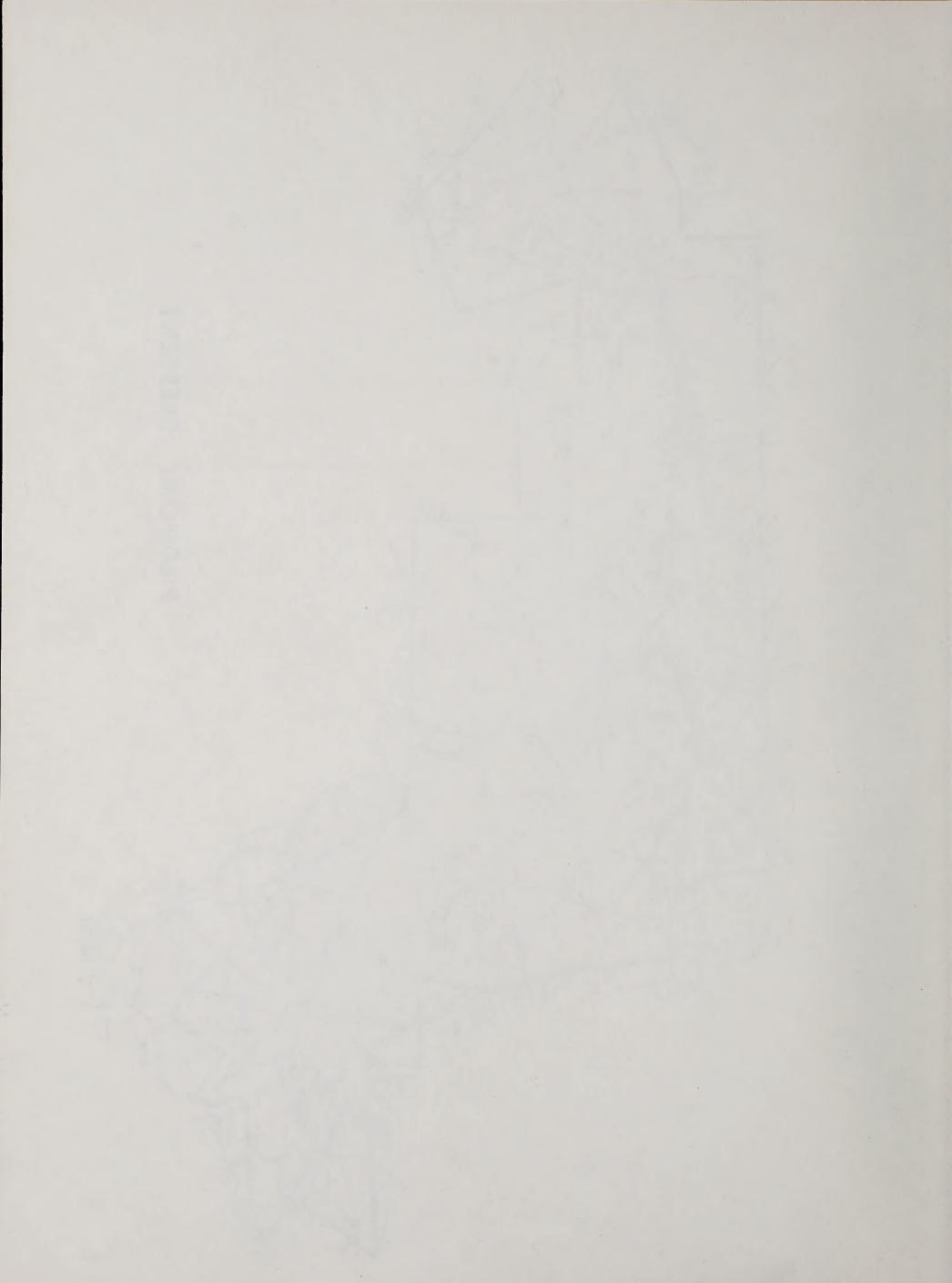
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#### INTRODUCTION

# Development Trends

The location of Rowan County in the heart of the rapidly developing Piedmont Crescent places a burden of decision on the elected officials of the county and the nine municipalities in it. The question is not whether or not to encourage growth but rather how to cope with the growth that is inevitable because of the strategic location of the county.

This growth has been documented in various reports previously published by the Rowan Regional Planning Board from which this background information is drawn. The fact of an 8.7% increase in county population between 1960 and 1970 is not truly indicative of the type of development taking place here. Five of the formerly rural townships in the county experienced more than a 20% increase in population during that period and one of them grew over 58%. Only 40% of the county population resides in its nine municipalities but over 50% of the so-called rural population is classified as non-farm. The decline in the number of farms and the almost doubling of median family income in this county between 1960 and 1970 is another indication of the change that is taking place in the life style of Rowan County residents. Only Salisbury Township experienced a decline in population over the ten years between 1960 and 1970 even though the city increased by 5.7%.

The quality of housing has also increased in the county as the number of persons per household has decreased. There were only 3.03 persons per household in 1970 compared with 3.39 in 1960. The 1970 median value of single family owner-occupied housing in the county was \$11,300 which is an increase of over 66% since 1960. The number of homes over \$25,000 in value has increased 365% over the same period to 1,475 units.

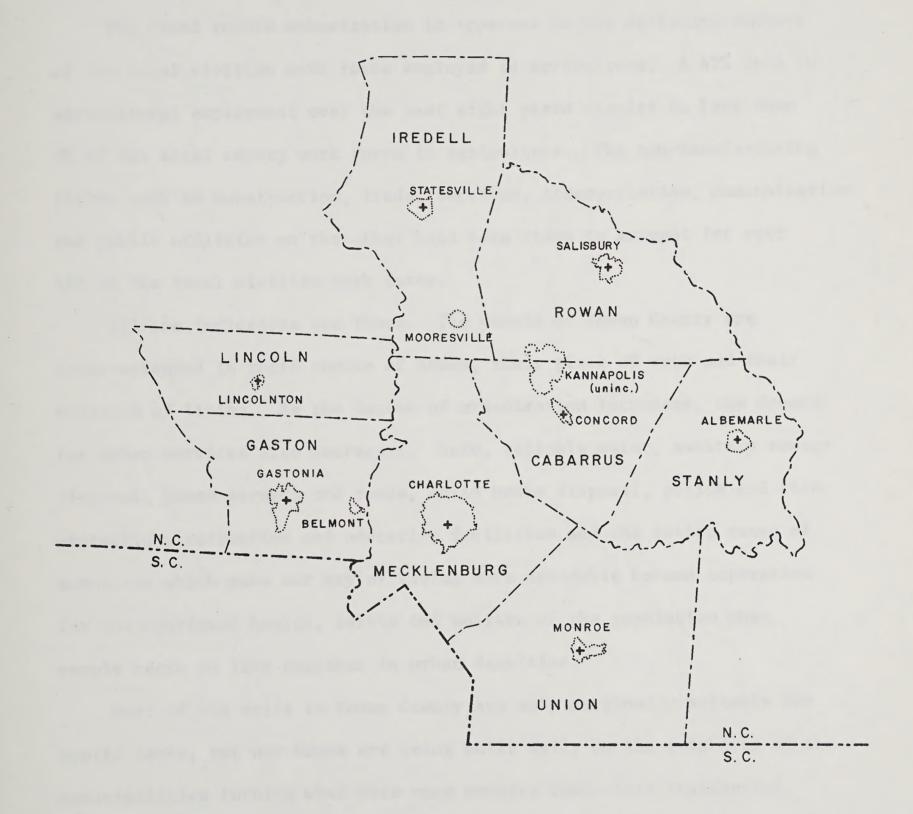
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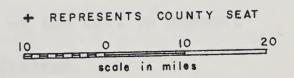
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This trend is expected to continue as more people concentrate in the suburban developments and semi-urban areas surrounding the municipalities. Total county population is expected to increase by 25,000 people by the year 2000 with most of the growth in the semi-rural townships.

The trend toward urbanization is apparent in the declining numbers of the total civilian work force employed in agriculture. A 42% drop in agricultural employment over the past eight years results in less than 3% of the total county work force in agriculture. The non-manufacturing fields such as construction, trade, services, transportation, communication and public utilities on the other hand have risen to account for over 44% of the total civilian work force.

All the indicators are there. The people of Rowan County are urban-oriented in their choice of homes, their place of work and their standard of living. As the degree of urbanization increases, the demand for urban services also increases. Safe, reliable water, sanitary sewage disposal, paved streets and roads, solid waste disposal, police and fire protection, recreation and education facilities and the entire range of amenities which make our way of living more desirable become imperative for the continued health, safety and welfare of the population when people begin to live together in urban densities.

Most of the soils in Rowan County are only marginally suitable for septic tanks, yet new homes are being built daily on the outskirts of the municipalities turning what were once country roads into residential streets. Wherever vacant land is available with ready access, it is being developed by individuals who are generally unaware that they and their neighbors are exponentially decreasing the capacity of the soil to support the kind of development that is being increasingly desired.

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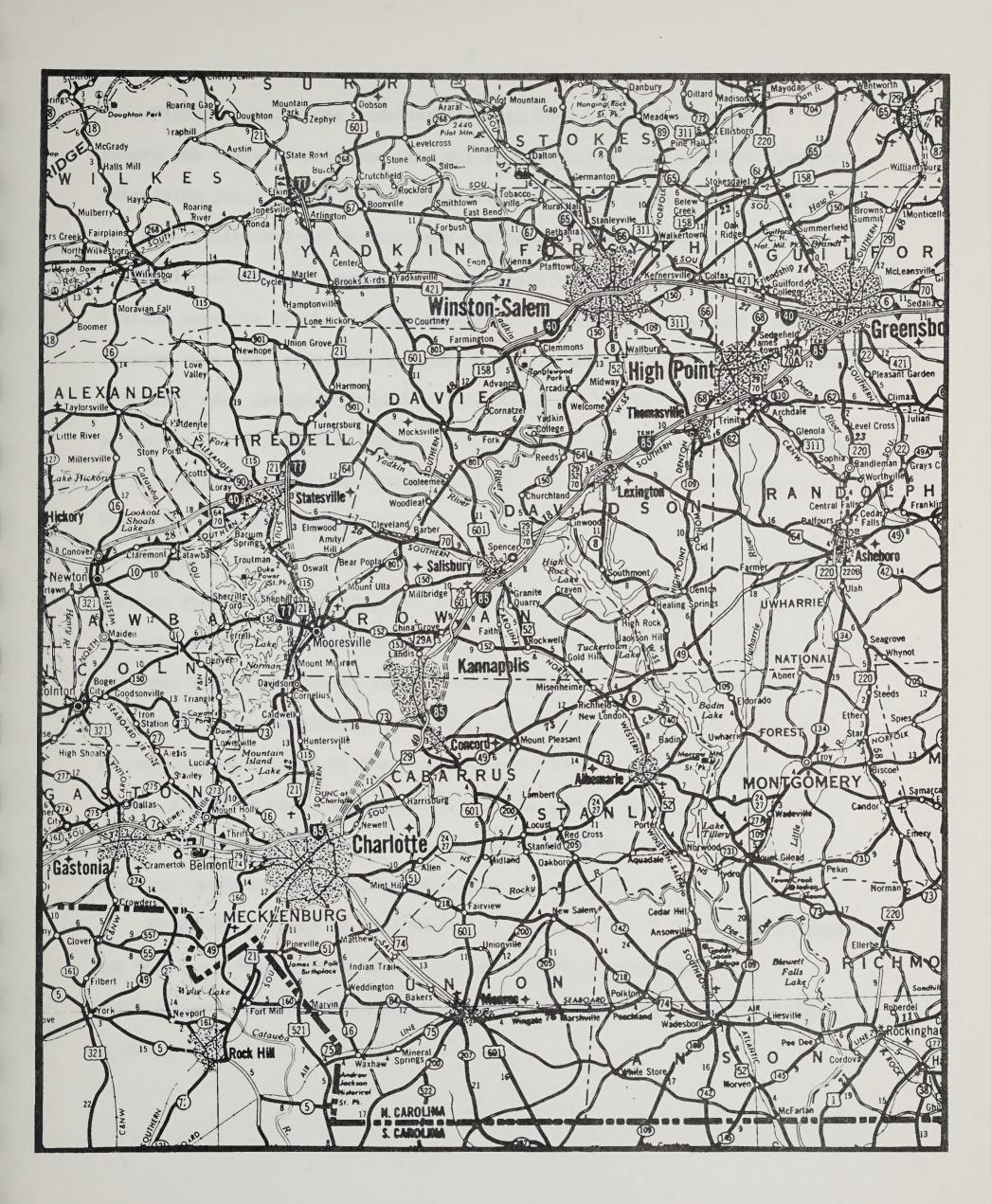
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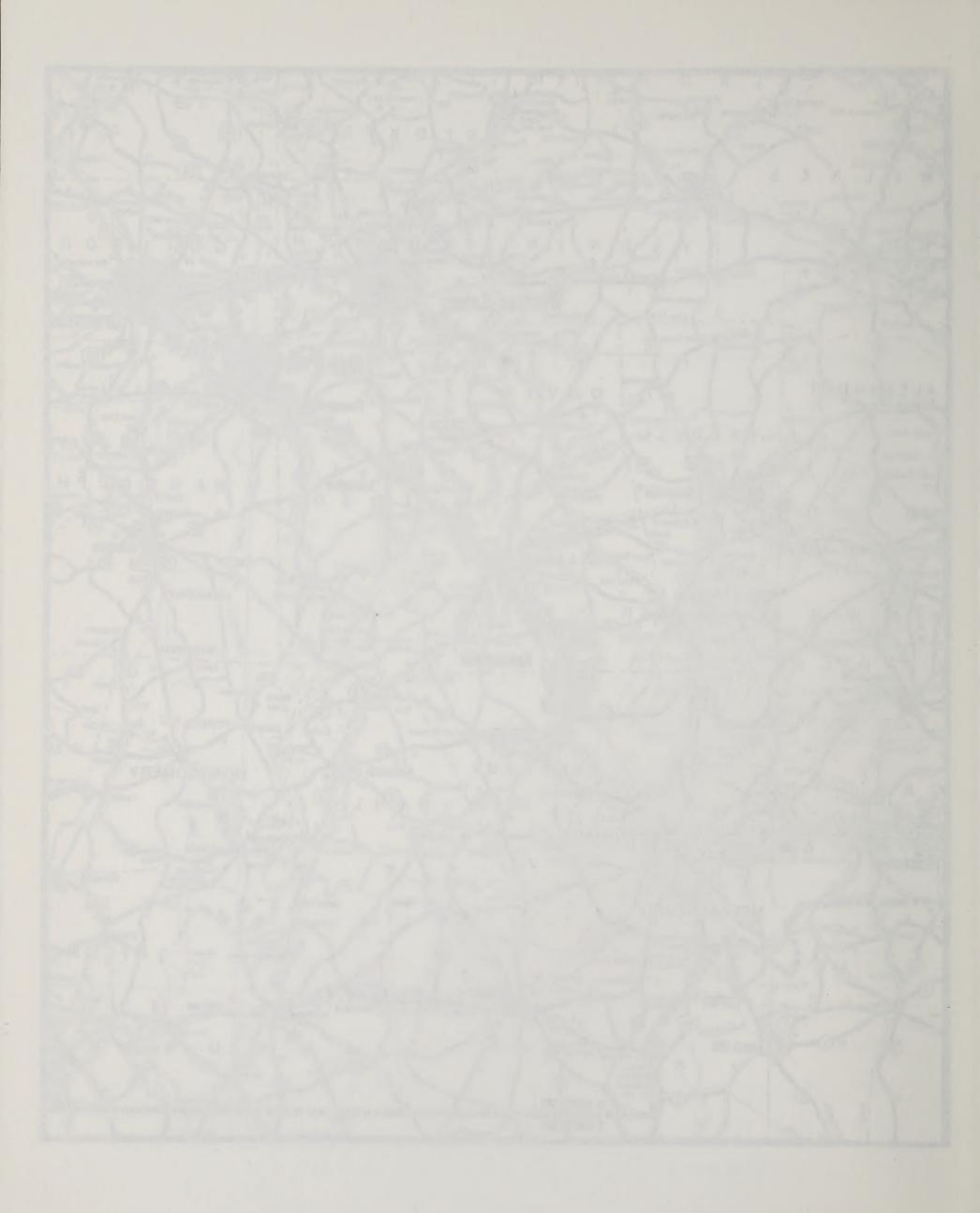
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Without control and coordination this kind of development will create the kinds of problems that are already being seen in other rapidly urbanizing parts of the state. Depletion of ground water supplies as more and more individual wells draw upon the same aquifer. Streams which literally become open sewers as septic field effluent saturates the limited capacity of the soil to accept it. Rural roads that are unsafe because they are being used by traffic that is slower and in greater volume than they were designed to handle. Inadequate fire and law enforcement protection as populations become too dense for rural departments to handle. An increasing problem with solid waste which can no longer be burned or buried by individual families.

It is no longer meaningful in Rowan County to talk about a distinction between the rural population and the urban population. The people share the same desires and goals whether they live in one of the municipalities or along one of the county roads. Their needs and demands for a high quality of life are similar. The problem of how to meet these needs on a community-wide basis is one that has to be answered by government. It is not a problem that can be answered by the county or any single municipality alone but one which demands the most efficient and economical solution which can be found by all units of government.

It is the purpose of this report to examine some of these common needs and goals and the way they are being met in order to suggest areas in which a coordinated effort might provide a more economical and efficient delivery of service.

# Existing Areas of Intergovernmental Cooperation

Rowan County and its municipalities have a history of cooperation in many areas of public service. The majority of these areas of cooperation were traditionally held to be the exclusive responsibility of one level of government, either county, municipal or special purpose district. Over a period of time it became apparent that there was a needless and costly duplication of facilities and service. In many areas this strictly jurisdictional orientation resulted in competitive operations which unnecessarily encumbered the financial capabilities of the units involved.

One example of this kind of cooperation between the county and municipalities is the operation of the sanitary landfill. It is an especially appropriate example since it illustrates the involvement of all levels of government in a single coordinated effort from federal and state to county and municipality.

At one time each of the municipalities and the county were operating individual sites for the disposal of garbage and refuse. In addition, most industries and large businesses had their own disposal areas. Rural county residents were using either individual pits and burning or depositing their refuse in areas that had become community dumps. The County Health Department identified over thirty of these areas throughout the county.

Stricter standards and increasing controls from the Federal Environmental Protection Agency and the N. C. State Board of Health required a change in the old methods of solid waste disposal. Sanitary landfill practices were required of each unit of government disposing of solid waste and open burning and dumping were prohibited. It became apparent that the garbage business was going to become very expensive in order to meet the new standards.

The county was already operating a landfill on a centrally located site much larger than any of the municipalities had. The county also owned most of the heavy equipment necessary for properly compacting and covering the solid waste. Information available from the American Public Works Association indicated that two bulldozers would be sufficient to handle the daily solid waste output of a population one and a half times the size of Rowan County's. Duplication of this expensive equipment by each of the municipalities was therefore unnecessary and also quite beyond the financial capabilities of most of them. Use of the single landfill site on a fee basis also eliminated the need for duplication of management personnel by the municipalities. It provided an added bonus in that the collection vehicles of at least one community require fewer engine tune-ups with the added highway speed trips to and from the county landfill.

Through cooperative agreements and paticipatory funding many other functions are consolidated between the municipalities and the county. New state enabling legislation has opened the way for city-county cooperation in election procedures and voter registration. Tax listing and billing is another function now performed by the county to eliminate a duplicative effort by the municipalities. Health and social services functions have been consolidated at county level by statute. New federal revenue sharing concepts will increase municipal participation in these areas in the future. The county provides library service in six municipalities on a cooperative funding basis in effect providing the staff and greater resources of a much larger library than any single town could afford alone. The County Board of Education is responsible for the administration of the public schools in the county and all of the municipalities except Salisbury.

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All municipal police departments in the county are linked with the Sheriff's Department through a new police communications system. This system was financed through a participatory funding agreement with the county and municipalities furnishing local matching funds for a federal LEAA grant. The central communications service provides 24 hour radio coverage and back-up support for any law enforcement unit whenever the need exists in the county. It eliminates the need for each municipal unit to maintain around-the-clock radio watch.

Fire protection is an example of municipal-county coordination on many levels, both functionally and financially. All the municipal departments but two and all rural fire departments use the central alarm and dispatching system from the Salisbury headquarters station. The volunteer departments thus gain the benefit of a 24 hour fire watch without the expense of full time personnel and the facilities that would entail. All of the fire departments are linked by two-way radio in the county-wide fire communication system to facilitate response under a mutual aid agreement. Each of the departments is assured of back-up when needed through this prearranged commitment of personnel and equipment. County schools and other property are also assured protection under the mutual aid agreement.

Other cooperative agreements being exercised by county and municipal governments include general aviation airport service, animal control and, with state and federal involvement, thoroughfare planning and construction. Historic preservation is being undertaken on a county-wide basis with the proposal for closer cooperation to include each municipality which exercises zoning control.

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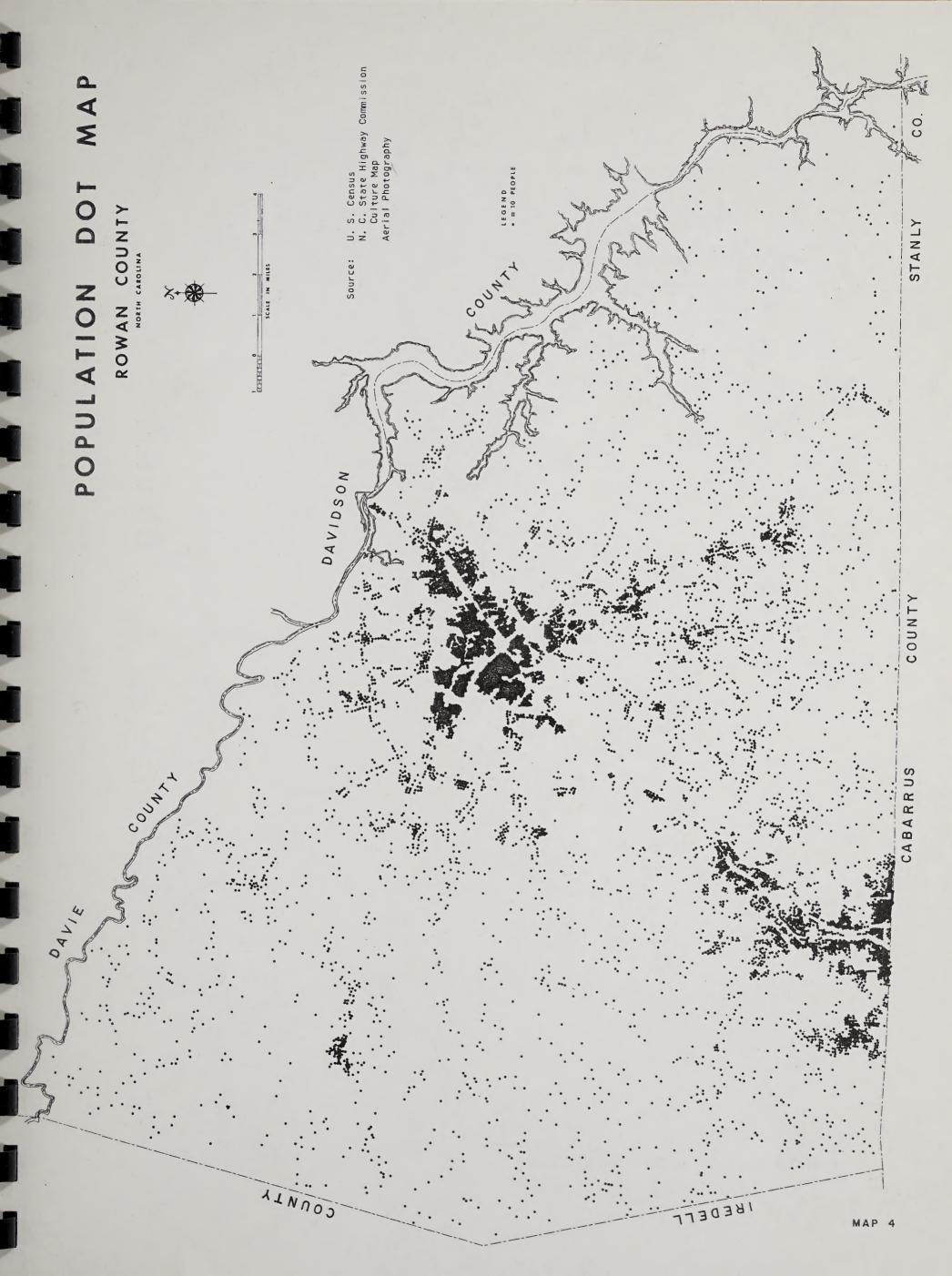
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These areas of coordination and cooperation between the different levels of government only serve to indicate existing ties which should be periodically reexamined to ensure their continued usefulness. One means of accomplishing this process of evaluation and appraisal is through the existing structure of the Rowan Regional Planning Board which is yet another example of inter-governmental cooperation. The membership of this board consists of the chairman and vice-chairman of the Rowan County Planning Board, the chairman and vice-chairman of the Planning Boards of Salisbury, Spencer, East Spencer, Granite Quarry, Landis, representatives designated by the Town Boards of Rockwell, Faith, Cleveland and China Grove, and the two Rowan County members of the Kannapolis Street Planning Board. The Regional Planning Board is established under the state statutes authorizing the joint planning concept in order to provide an agency for the preparation and coordination of plans and development of the entire county. The Board has contracted county-wide planning studies and intensive studies of the two major urban areas in the county.

Other areas are open to benefit from a coordinated effort among the various units of government. There is already a measure of cooperative effort in water and sewer facilities, building code, zoning and subdivision enforcement administration, and the sharing of technical services. These areas, however, suggest the possibility of immediately recognizable economies of funds and effort in further cooperation.

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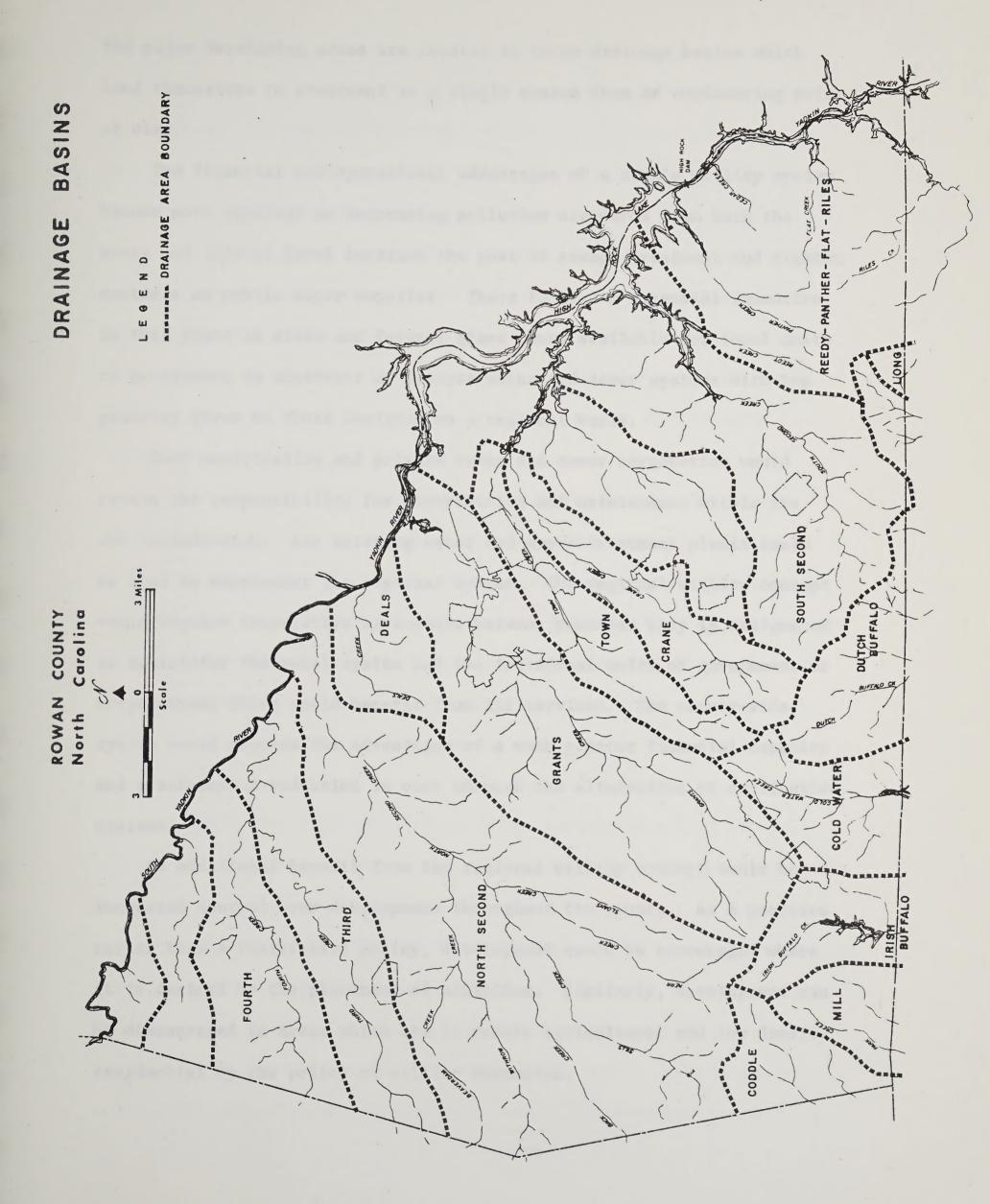


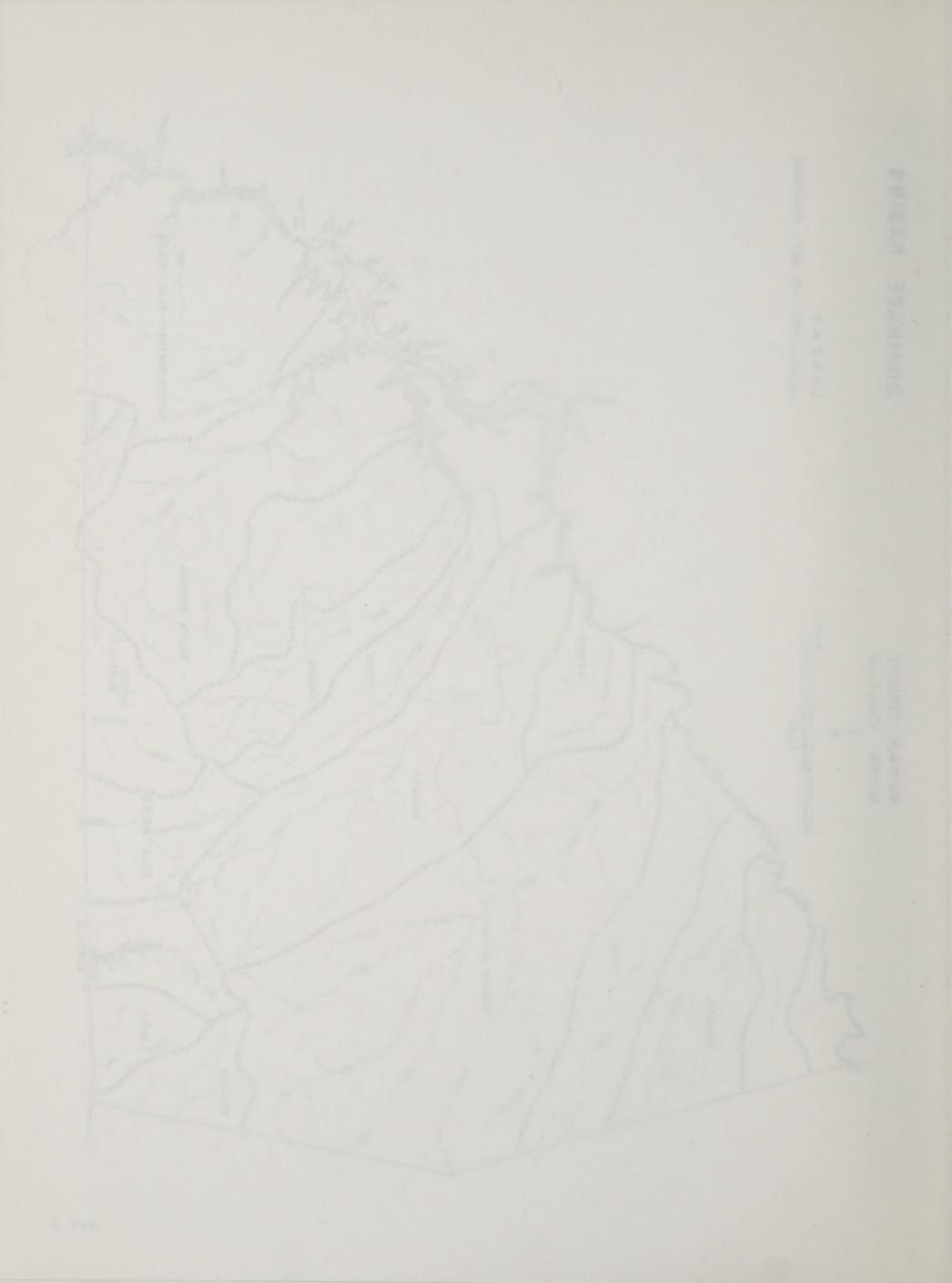
### SUGGESTED AREAS OF COORDINATION

# Water and Sewer

One of the first items of priority for a developing area is a safe. dependable supply of water and a sanitary and efficient method of sewage disposal. In Rowan County at the present time there exists as many methods of providing these vital public services as are possible under present law. The municipalities provide water distribution and most provide sewage disposal for their citizens. One city provides the major portion of treated water through agreements with three other municipalities and many private users. The county has participated in the construction of water mains outside municipal limits and industries have subsidized construction of lines. Private water corporations purchase water from municipalities and some provide water for their customers from wells. The Kannapolis Sanitary District is a special purpose unit of government authorized by the county commissioners and formed for the purpose of providing water and sewer service in the extreme southern part of the county which is in a separate drainage basin. The multiplicity of agreements and systems may contain the nucleus for a coordinated effort to provide these services on an economical basis to a greater part of the county.

Engineering studies which have been undertaken independently by various municipalities and the county in pursuit of the needs of the individual unit of government have general agreement in the potential of the major portion of the county for service under a single water and sewer system. With the exception of the extreme southern part of the county,





the major developing areas are located in three drainage basins which lend themselves to treatment as a single system from an engineering point of view.

The financial and operational advantages of a single utility system become more apparent as increasing pollution standards from both the state and federal level increase the cost of sewage treatment and tighten controls on public water supplies. There is also a financial incentive in that there is state and federal grant money available for local units of government to construct or improve water and sewer systems with top priority given to those designed on a regional basis.

Each municipality and private water and sewer corporation would retain the responsibility for distribution and maintenance within its own jurisdiction. Any existing water and sewer treatment plants could be used to supplement the regional system. The regional utility concept would require cooperative agreements between whatever body is designated to administer the total system and the individual units of government or corporations which would benefit from its services. The county-wide system would provide the advantages of a much greater financial capacity and a subsequent reduction in cost through the elimination of duplicative systems.

An additional benefit from the regional utility concept would be increased control over development throughout the county. As a positive rather than a restrictive policy, development could be encouraged where it is desired by the placement of utilities. Similarly, development can be discouraged in areas which are to remain agricultural and low density residential by the policy of utility extension.

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## Development Controls

Each county and municipality in the state is authorized by statute to regulate development within its boundaries. Municipalities may exercise their authority within one mile of their corporate limits or, in the case of cities with a population of 10,000 or more with the agreement of the county commissioners, within two miles of their corporate limits. The principal means of control is through the adoption and enforcement of building codes, subdivision regulations and zoning ordinances. The authorizing statutes also provide for the joint exercise of any or all of these regulatory powers and permit other cooperative agreements between municipalities and the county.

At the present time only the county and one municipality have a full time building inspection department for the enforcement of building codes. Five municipalities rely on part time building inspectors. The county provides electrical inspection for two municipalities which exercise none of the other controls. Six municipalities have adopted zoning and subdivision regulations and three of them exercise extraterritorial control. But only one of them has a full time enforcing staff. The county exercises neither zoning nor subdivision control. None of the eight smaller communities in the county could justify the expense of a full time inspections department. Each of them would benefit from the uniform enforcement such a professional staff would provide.

To have a real effect on development these controls must be consistently and fairly enforced on as broad a base as possible. A single inspection and enforcement department would eliminate the confusion experienced by the individual builder now in some parts of the county. Where extraterritorial jurisdiction is being exercised, a builder must secure a

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zoning permit from the appropriate municipality and then go to the county building inspector for a building permit. Upon completion of construction, a certificate of occupancy from the zoning enforcement officer is required prior to actual use of the building.

Under a joint inspection and enforcement department the participating municipalities could retain zoning and subdivision approval authority under existing ordinances. A uniform zoning and subdivision code would further eliminate confusion and duplication but is not imperative for the functional combination of inspection and enforcement in the county.

### Resident Technical Services

The ability of government to adequately respond to public need is directly related to the quality of technical resources available. Coordinating the response to the needs of an urbanizing area such as Rowan County requires an increasing amount of technical expertise especially in the realms of management and engineering. These are areas in which a pooling of resources to achieve resident professional staff capability can be extremely beneficial both to the municipalities and the county.

The shared manager concept is one through which two or more small communities would contract to hire a professional experienced municipal manager. The participatory agreement for such service would specify the proportionate amount each community would contribute to total cost and the expected time availability which would be necessary for each community. The manager would be directly responsible to the governing body of each municipality which is party to the contract. The manager's authority in the administrative execution of municipal policy should be included in a detailed description of duties.

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The participating municipalities could expect to achieve economies in both operational and administrative services with an experienced manager. Familiarity with accepted good practice and proper procedure in public works and public safety departments will enable the manager to make improvements in the utilization of personnel and equipment. Equally important will be the ability of the trained administrator to analyze problems and trends in personnel and budgetary matters and to effectively plan for their solution.

The coordination and supervision of public utility projects is a task which requires a thorough background in the theory and principles as well as experience in the practice of engineering. The design and construction of major utilities is properly performed under contract by consultant engineering firms which specialize in the type of project being undertaken. The advantages of a resident staff engineer for the evaluation and approval of proposed projects and advice in the subsequent selection of a consultant cannot be overemphasized. The operation and maintenance of the resulting utility should also be closely monitored. Resident engineering staff can provide the unbiased on-the-spot supervision required to ensure continued effective operation of the project. Necessary improvements and repairs can be made periodically to minimize maintenance costs and to extend the usable life of the capital investment.

Resident engineering staff on the county level could be made available to the small municipalities on a similar basis to the other shared services through participatory funding or some other cooperative agreement. and common available of frames about and tingishman acting to the

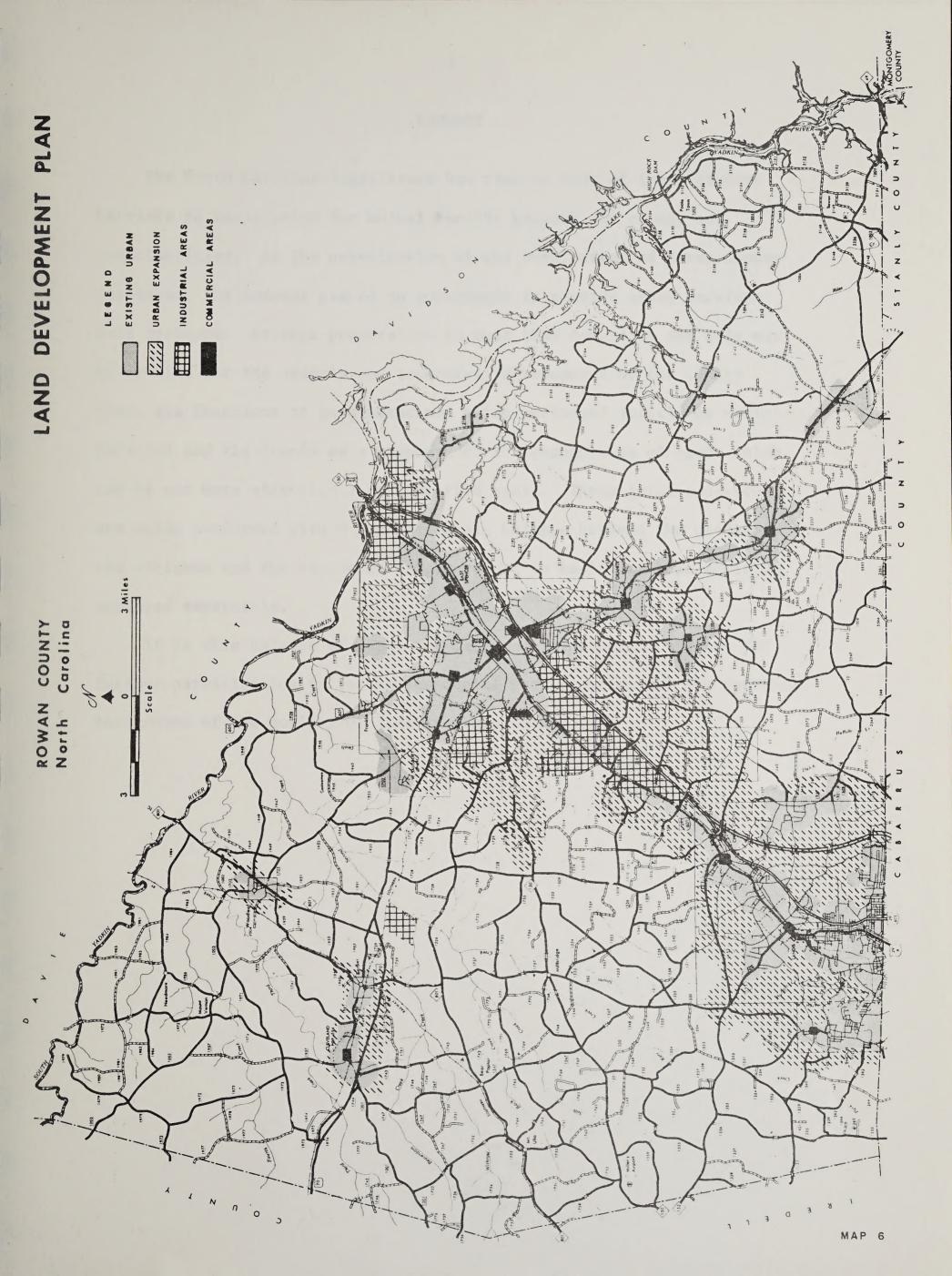
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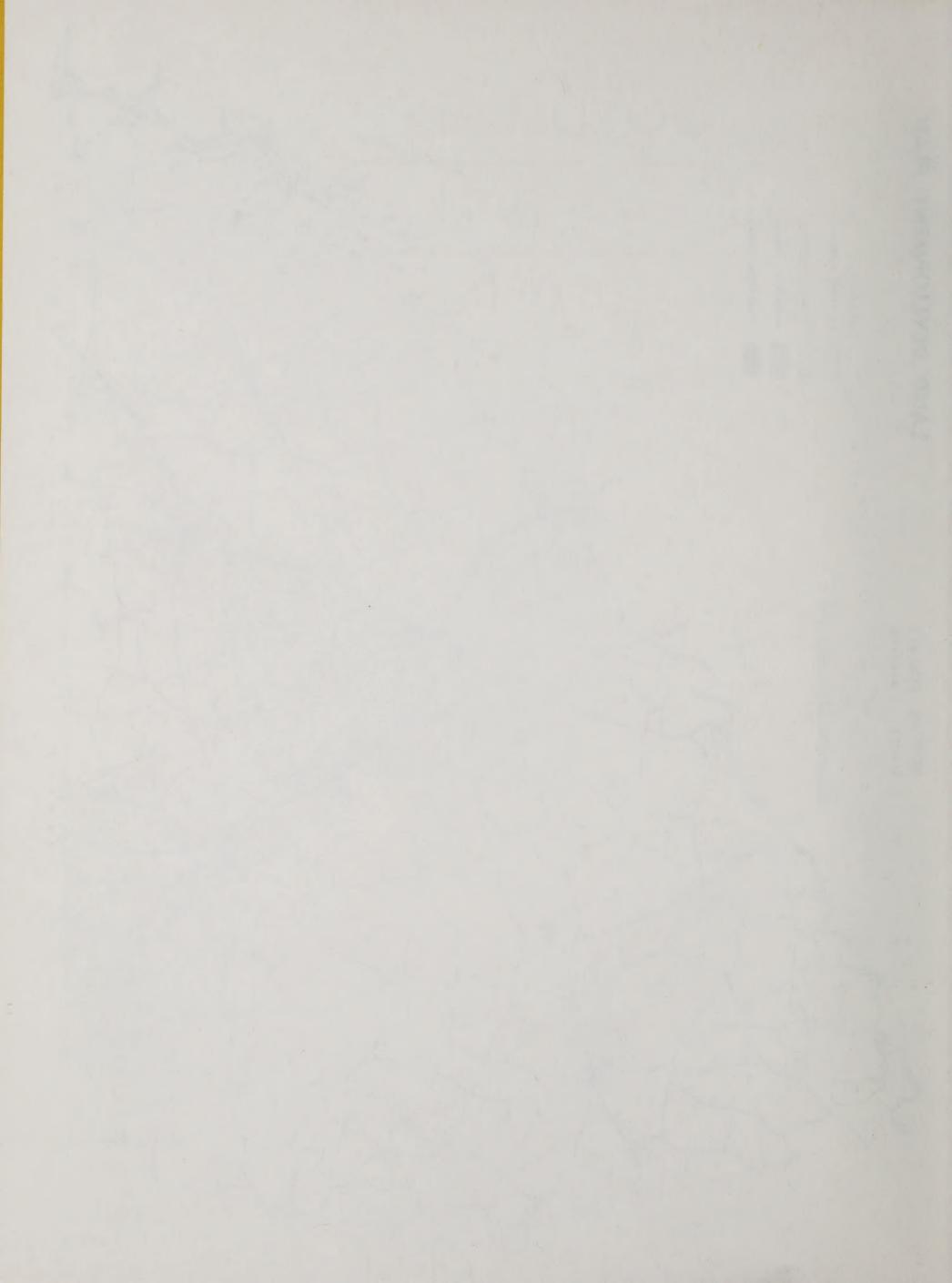
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#### SUMMARY

The North Carolina legislature has removed most of the statutory barriers to cooperation for mutual benefit between the county and municipalities. As the urbanization of the rural areas of Rowan County increases, the demands placed on government to provide urban services will increase. Advance preparation to meet that demand is the only way to provide for the orderly and economical development of the county. There are functions of government now being performed jointly by municipalities and the county as a response to the recognition of needs which can be met more effectively on a unified basis. These joint functions are being performed with a more equitable balance between the needs of the citizens and the resources of government to meet them than could be achieved separately.

It is this balance of needs and resources that points the way for further participation in intergovernmental participation for the continued betterment of the quality of life in Rowan County.

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# "County Authority to Provide Municipal-Type Services

The trend in North Carolina in recent years has been for the legislature to make both cities and counties broad, general-purpose governments. Most services and functions offered by local governments in North Carolina may be provided by both cities and counties (and jointly). Listed below are the chief functions and services, grouped according to the units for which they are authorized.

## A. Services and Functions Authorized for Counties Only

- 1. Agricultural Programs 3. County Home

- 5. Public Schools
- 2. Community Colleges 4. Juvenile Detention Homes 6. Register of Deeds

- 7. Social Services

#### B. Services and Functions Authorized for both Cities and Counties

- 1. Airports
- 2. Ambulance Services
- 3. Animal Shelters
- 4. Auditorium
- 5. Beach Erosion Control 15. Law Enforcement
- 6. Civil Defense
- 7. Community Appearance
- 8. Community Relations
- 9. Fire Protection
- 10. Historic Preservation 20. Parks

- 11. Hospitals
- 12. Industrial Promotion 22. Public Health
- 13. Inspections
- 14. Jails
- 16. Libraries
- 17. Mental Health
- 18. National Guard
- 19. Open Space

- 21. Planning
- 23. Public Housing
- 24. Recreation
- 25. Refuse Coll. & Disposal
- 26. Sewerage
- 27. Urban Redevelopment
- 28. Veterans Services
- 29. Water
- 30. Watershed Improvement Programs

## C. Services and Functions Authorized for Cities Only

- 1. Bus Lines & Mass Transit 5. Off-Street Parking
- 8. Street Lighting
- 6. Sidewalks
- 9. Streets

- 2. Cable Television 3. Cemeteries
- 7. Storm Drainage 10. Traffic Engineering

4. Electric Systems

Both units have authority to undertake the necessary supporting functions and activities: finance, tax collection, personnel, purchasing, etc., and to construct buildings and other facilities necessary to provide the listed services and functions.

The authority cited in the above list is qualified in some cases. In a few cases, units of only a certain size possess the authority. In others, state policy may restrict or limit the authority. And in some cases one unit's action may limit the other's.

The above list does not include regulatory authority."

David Lawrence and Jake Wicker Institute of Government

#### RESOLUTION AGREEING TO THE EXTRATERRITORIAL BOUNDARIES FOR SALISBURY

WHEREAS, the State of North Carolina has deemed it desirable to allow cities of from 10,000 to 25,000 population to exercise extraterritorial jurisdictional controls up to two miles beyond their city limits, to include areas of existing and potential development and areas of critical concern, and;

WHEREAS, the State of North Carolina has, in Article 19, Chapter 160A of the General Statutes, authorized such extraterritorial jurisdictional controls by a municipality with the approval of the county in which it is located, and;

WHEREAS, the City of Salisbury proposes to exercise extraterritorial jurisdiction within the two mile limitation, and;

WHEREAS, the Rowan County Planning Board has reviewed development plans of the City of Salisbury and Rowan County and found that areas of existing and potential development and of critical concern exist within the two mile area beyond the city limits, and;

WHEREAS, the Rowan County Planning Board deems it desirable to provide for proper development within this two mile extraterritorial area;

NOW, THEREFORE, BE IT RESOLVED: That the Rowan County Board of Commissioners does hereby grant approval to the City of Salisbury to establish extraterritorial jurisdictional boundaries beyond the Salisbury city limits as shown on the Zoning Map Atlas of the City of Salisbury dated May 10, 1972.

Resolved	by	the	Rowan	County	Board	of	Commissioners	on	
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A RESOLUTION OF AGREEMENT ESTABLISHING A JOINT HISTORIC PROPERTIES COMMISSION

WHEREAS, the creating of an Historic Properties Commission in Rowan

County is seen as beneficial to the historic preservation in both Rowan

County in general and of the individual municipalities in Rowan County; and,

WHEREAS, in order for the preservation of historic properties to be effective, it requires the cooperation of each separate municipality with the Historic Properties Commission; and,

WHEREAS, each municipality or county is individually authorized to create an Historic Properties Commission within their area of zoning jurisdiction; and,

WHEREAS, Rowan County and the municipalities within Rowan County can secure jointly their individual interests through a single Historic Properties Commission.

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A RESOLUTION RECOMMENDING THE AMENDMENT OF THE AGREEMENT ESTABLISHING THE ROWAN REGIONAL PLANNING BOARD SO AS TO PROVIDE REPRESENTATION FROM LOCAL UNITS OF GOVERNMENT NOT HAVING PLANNING BOARDS.

WHEREAS, the Rowan Regional Planning Board membership is limited to the Planning Board Chairman and Vice Chairman of each participating local units of government; and,

WHEREAS, the Rowan Regional Planning Board desires to have representation from all local units of government in Rowan County; and,

WHEREAS, the Agreement establishing the Rowan Regional Planning Board requires an amendment in order to provide such representation;

NOW, THEREFORE, BE IT RESOLVED: That the Rowan Regional Planning Board does recommend that the participating local units of government amend their Agreement to also provide representation from those local units of government not having Planning Boards.

/ Vice Chairman

Rowan Regional Planning Board

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RESOLUTION ENDORSING ROWAN COUNTY COUNCIL OF GOVERNMENTS

WHEREAS, the Rowan Council of Governments is now in the process of being formed; and,

WHEREAS, a Rowan Council of Governments would provide a form of elected officials on matters of mutual interest to the local units of government; and,

WHEREAS, the Rowan Council of Governments would be a body of elected local officials to which the Rowan Regional Planning Board could respond in its advisory capacity;

NOW, THEREFORE, BE IT RESOLVED BY THE ROWAN REGIONAL PLANNING BOARD: That the Rowan Regional Planning Board does hereby endorse the Rowan Council of Governments and encourages and recommends participation in the Rowan Council of Governments by all local units of government within Rowan County.

Vice Chairman

Rowan Regional Planning Board

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